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OPERATIONAL ACTIVITIES OF THE UNITED NATIONS FOR INTERNATIONAL DEVELOPMENT COOPERATION

Progress in the implementation of General Assembly resolution 47/199

Report of the Secretary-General

Addendum

Summary of actions taken by the organizations of the United Nations system in the implementation of General Assembly resolution 47/199 and Economic and Social Council resolution 1993/7

SUMMARY

The General Assembly resolution 47/199 of 22 December 1992 on the triennial policy review of operational activities of the United Nations development system, in its paragraph 51, calls upon the governing bodies of the United Nations system to take appropriate action on the full implementation of the resolution and requests the Executive Heads of those funds, programmes and specialized agencies to submit a yearly progress report to their governing bodies on measures taken and to be taken for its implementation. In paragraph 54 of the same resolution, the Secretary-General is requested to submit to the Economic and Social Council at its substantive sessions in 1993 and 1994 a progress report on the implementation of the

* E/1994/100.

resolution, incorporating, inter alia, the reports mentioned in paragraph 51, to be prepared by the funds, programmes and specialized agencies of the United Nations system.

The means of implementing these provisions were discussed at both regular sessions of the Consultative Committee on Programme and Operational Questions (CCPOQ), held in 1993. In addition, at the intersessional meeting of CCPOQ held in New York on 7 December 1993, it was agreed that each organization would summarize the contents of its report according to an agreed outline. The present report was prepared on the basis of summaries received by the Department for Policy Coordination and Sustainable Development of the United Nations Secretariat from United Nations organizations before 10 May 1994.

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ABBREVIATIONS

ACC	Administrative Committee on Coordination
CCPOQ	Consultative Committee on Programme and Operational Questions of ACC
ECA	Economic Commission for Africa
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
ESCWA	Economic and Social Commission for Western Asia
FAO	Food and Agriculture Organization of the United Nations
Habitat	United Nations Centre for Human Settlements (UNCHS)
IAEA	International Atomic Energy Agency
IAPSO	Inter-Agency Procurement Services Office of the United Nations
ICAO	International Civil Aviation Organization
IDA	International Development Association
IFAD	International Fund for Agricultural Development
IMO	International Maritime Organization
ILO	International Labour Organization
ITU	International Telecommunication Union
JCGP	Joint Consultative Group on Policy (Membership: UNDP, UNFPA, UNICEF, WFP and IFAD)
UNCTAD	United Nations Conference on Trade and Development
UNHCR	Office of the United Nations High Commissioner for Refugees
UNDCP	United Nations Drug Control Programme
UNDP	United Nations Development Programme
UNDP a.f.	United Nations Development Programme - administered funds
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UPU	Universal Postal Union
WFP	World Food Programme

WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Tourism Organization

I. COUNTRY STRATEGY NOTES

1. Organizations of the United Nations system worldwide - in particular, partners in country offices of the Joint Consultative Group on Policy (JCGP) - have collaborated in field-level country-team committees and/or working groups which are assisting interested Governments in formulating a country strategy note (CSN). The United Nations Development Programme (UNDP), the United Nations Population Fund (UNFPA), the United Nations Children's Fund (UNICEF), the International Labour Organization (ILO), the Food and Agriculture Organization of the United Nations (FAO) and the World Meteorological Organization (WMO), through JCGP and CCPOQ, the International Fund for Agricultural Development (IFAD) and other organizations participated in the development of the initial guidelines for the application of the CSN concept. In October, United Nations system country teams led by resident coordinators from selected country offices took part, along with senior national officials, in the CSN Workshop held at the United Nations/ILO International Training Centre. In the Syrian Arab Republic, UNFPA, WHO, the World Food Programme (WFP), UNICEF and the United Nations Industrial Development Organization (UNIDO) actively participated in the National Workshop on Coordination for Senior Representatives, organized by the Centre and UNDP. In addition, UNFPA, with UNDP and UNICEF, will jointly fund an umbrella project on a United Nations system integrated approach to technical assistance activities in support of the CSN process. In May 1994, UNFPA will facilitate and provide resource persons to the twelfth Management Coordination Workshop highlighting population issues, to be held at the Centre. A major purpose of the Workshop is to ensure that population issues are integrated into CSN exercises.

2. Discussions on the WFP country strategy outline (CSO), including sessions at the WFP Global Meeting in Harare, have concentrated on how the outline can be linked meaningfully to the country strategy note in those cases where the Government has decided to proceed with the CSN. WFP has embarked on the preparation of a new generation of CSOs based on these discussions and bearing in mind the objectives of the CSN. Among the challenges faced by WFP in linking the CSO exercise to CSNs are the facts that emergency activities - except in the context of disaster preparedness, prevention and mitigation - were not foreseen in the CSN process, and WFP continues under the Committee on Food Aid, Policies and Programmes (CFA) to allocate resources on a project-by-project basis rather than on the basis of longer-term commitments. The following countries have been identified for the first round of new CSO preparation: Burkina Faso, Eritrea, Ghana, India, Indonesia, Mozambique, Pakistan, Peru, South Africa, Syrian Arab Republic, United Republic of Tanzania, Viet Nam and Yemen. WFP intends to submit several of these new-generation country strategy outlines for consideration by CFA at its thirty-eighth session.

3. UNDP, in addition to the active participation in the CSN Turin workshop and regional workshop in the Syrian Arab Republic, under the leadership of the UNDP Resident Representative and Resident Coordinator, has also pushed forward the process in Botswana, China, Honduras, Mozambique, Thailand and other countries by commenting on draft CSNs. In the post-Rye bureaux meetings, the bureaux were encouraged to include the CSN in their discussions.

4. UNFPA's Programme Review and Strategy Development (PRSD) exercises at the country level, which are centred around a multisectoral approach to population, place the Fund in a strong position to contribute to the formulation of the country strategy note at the request of Governments. During the PRSD exercise, the Fund cooperates closely with Governments and with other United Nations organizations. So far, the Fund has conducted approximately 90 such exercises.

5. UNICEF has been actively supporting those Governments that have chosen to undertake a country strategy note exercise or similar exercises. Likewise, UNICEF has been actively supportive of its United Nations system partners, particularly the Resident Coordinators, who have lead responsibility for those activities. The Executive Director has sent a series of guidelines to country offices, stressing their expectation that they will give high priority to support to Governments and the United Nations team. He has also emphasized his expectation that issues such as those emerging from the national programmes of action for children will serve as important elements for the country strategy note, which might prove to be a useful tool for mobilizing international support and coordinating national action for those goals.

6. In many countries, UNICEF offices have made staff and consultant resources available to support the preparation of country strategy notes. Likewise, UNICEF has been an active participant in support efforts at the international level, in the recent seminar organized at the ILO Training Centre in Turin, where UNICEF Headquarters and field staff participated in providing support to 11 governmental delegations.

7. Within the context of the follow-up to the World Summit on Children (WSC), UNICEF has been able to mobilize Governments, bilateral agencies, non-governmental organizations (NGOs) and sister United Nations organizations to come together in a targeted and collaborative manner and work towards the achievement of the goal and targets set at the Summit. The operational mechanism for the mobilization of the various partners was the preparation of the national programmes of action (NPA). Very encouraging progress has been registered with over 142 countries either having NPAs or in the process of drawing them up.

8. IFAD intends to make an appropriate contribution to the United Nations contribution to the CSN, particularly on issues related to poverty and hunger. Accordingly, the President of IFAD issued a memorandum on 28 May 1993, instructing Project Controllers and Directors of the Geographic Division to undertake consultations on the CSN with the Resident Coordinators during their missions to countries which have expressed an interest in preparing CSNs. Contacts have already been established in a number of countries, and this process will be extended as more countries become involved.

9. FAO has been closely associated in the inter-agency dialogue on the development of the CSN concept and the elaboration of practical models and guidelines. FAO representatives have been requested to collaborate closely with the Resident Coordinators and other agency colleagues in assisting Governments in the preparation of country strategy notes. FAO is further supporting this process through its policy advisory function through which it is assisting

member Governments in identifying and formulating viable policies and priorities for the sectors within FAO's competence.

10. UNDCP has prepared country programme frameworks (CPFs) as a managerial and programmatic tool to define its priorities, objectives and activities in any given country or subregion over the following biennium. They are expected to serve as important contributions to the formulation of country strategy notes. Moreover, UNDCP has been supporting the preparation and adoption by recipient Governments of national master plans for drug abuse control - that is, governmental documents that set forth policies, strategies and activities designed to achieve national drug control objectives. A master plan may also provide a framework for external assistance. The elaboration of master plans should lead to a more precise definition of the key elements of drug control aspects in the country strategy note.

11. Activities of ILO at the country level are being programmed in a process of country-objective reviews, aimed at defining joint objectives to be pursued by ILO and its constituents. The country objectives will be based on an analysis of constraints and strategies in the sectors concerned. This process and ILO's contribution to the preparation of CSNs are seen as mutually supportive, complementary and concentric as regards objectives in the social and labour fields, employment and the development of human resources in so far as they concern ILO in the CSN.

12. UNCTAD believes that the country strategy note could offer an opportunity to share its views with beneficiary countries on policy measures and multilateral technical cooperation to address a broad range of issues related to international trade and development. Its ability to contribute to the preparation of such notes, however, is affected by resource limitations.

13. UNIDO welcomes and fully supports the initiative to develop the CSN as a means for effectively utilizing United Nations system resources for development in a coherent and focused manner. UNIDO is actively involved in this process in about a dozen countries. UNIDO is developing its own country support strategies as a new programming tool, complementary to the overall United Nations CSN process.

14. On the basis of general guiding principles agreed by ACC for the preparation of the CSN, which, inter alia, noted that contributions to the CSN must also be sought from agencies not represented at the country level, UNESCO issued guidelines to its field and headquarters staff on 18 June 1993 on their role in this system-wide effort.

15. To date, IAEA has only received a small number of country strategy notes, to which replies are provided by officers from its regional programming offices. Though it may be too early to talk about an established practice, the reactions so far have been positive. IAEA requested Resident Coordinators to submit early draft documents for its perusal and possible contributions.

16. UPU, through its regional advisers, informs and consults the Resident Coordinator and takes account of his/her views during the main stages of the programming process for postal development projects. UPU requested to be

involved in the preparatory work for the country strategy note at an earlier stage. Efforts will be intensified in respect of the national authorities and the offices of the Resident Coordinator in this regard.

17. ITU intends to work with the United Nations system to help formulate the system's contribution to the CSN. It is hoped that the processes of formulating a CSN will permit contributions from agencies without their own field representation and that a draft CSN will be circulated for comments by agency headquarters.

18. Since the United Nations Centre for Human Settlements (Habitat) is represented in the field by Resident Representatives/Resident Coordinators, a letter was sent by the executive head of Habitat in May 1993 to all Resident Representatives/Resident Coordinators stressing Habitat's desire to contribute actively to the in-country process of preparing country strategy notes. Habitat reports that the response was less than satisfactory, the constraints being the establishment of United Nations field-level committees on which Habitat is not represented, since there is no separate Habitat field representation. In a few cases the United Nations Resident Coordinator requested that Habitat prepare written contributions from its headquarters, but so far, despite Habitat's offer to contribute to the in-country process, no request has been received to field a mission for that purpose. Habitat has, however, made an important contribution to the CSN exercise in Kenya, where Habitat participates in the field-level committee, owing to its presence in the country.

19. The WHO representatives have participated and supported the health sector's contribution in all countries that have undertaken activities for the preparation of CSNs. The Organization is currently examining the articulation of the usual WHO country planning procedures with the CSN planning process. The CSN exercise is viewed as an opportunity to broaden the policy basis for health development and to foster integrative action and complementarity between sectors.

20. WHO sent an officer to participate in the discussions on the preparation of the CSN. A letter is being prepared to send to the Resident Coordinators offering the advice and services of WHO in the preparation of the CSNs by the country teams. The Permanent Representatives of the developing countries to WHO have been advised that they should become active participants in the development of the CSN in their countries.

21. As a small technical agency without field representation, the World Intellectual Property Organization (WIPO) considers the CSN a useful tool to attract the attention of national authorities and the donor community, including UNDP, to the relevance of intellectual property matters in national development. This can be achieved on the condition that WIPO is involved without fail in the CSN preparatory process at an early stage.

II. ADAPTATION AND HARMONIZATION OF PROGRAMMING CYCLES

22. The JCGP Working Group on Harmonization, which is chaired by UNICEF, has continued to make progress in the harmonization of programming cycles. To date, 33 per cent of the country offices have achieved harmonization. UNFPA works closely with its JCGP partners at headquarters and at the country level to explore ways, at the request of Governments, to harmonize further the programme cycles of JCGP organizations and to adapt those cycles to national development plans. As a follow-up to the 1993 joint letter of executive heads to their respective country offices by UNICEF, UNDP and UNFPA, four JCGP regional working groups are monitoring, on a country-by-country basis, the ongoing progress.

23. WFP's sister JCGP organizations (UNDP, UNFPA, UNICEF) have jointly issued guidelines to field offices calling for improved harmonization of programme cycles. WFP's project approach did not permit it to join this endeavour. WFP's ability to contribute in the future to harmonization of programming cycles will depend to some extent on CFA decisions regarding "WFP's overall policies, objectives and strategies" (CFA:37/P/7) and any eventual adoption of a programme approach for WFP.

24. FAO's operational activities are only to a limited extent financed through its regular budget under the Technical Cooperation Programme (TCP). The regular budget is approved on a biennial basis by the FAO Conference. The Technical Cooperation Programme mainly addresses unforeseen needs and responds to ad hoc requests for assistance meeting specifically established criteria and is therefore not easily available to programming in line with UNDP, UNICEF and UNFPA.

25. IAEA recently began to use a two-year programming cycle. Currently, requests from member States are being processed for the 1995-1996 biennium. In this effort, available information about UNDP and other United Nations system programming exercises is taken into consideration.

26. Harmonization of programming cycles appears to be a task that is beyond WHO to control. WHO is on a programming cycle of four years in conjunction with the sessions of the WHO Congress of every four years. The WHO budget is on a biennium basis (two per programming cycle).

27. WHO has no difficulty in this area, because there is no programme cycle as such for the agency's cooperation activities with member States. WHO has a programme of work, providing the main policy thrusts for the Organization, of six years. The programming and budgeting exercise is undertaken every two years. The planning of the country's Government/WHO collaboration programme is done in dialogue with the Government, and joint Government/WHO evaluation and reprogramming allow for change in planned programmes when the need arises.

III. PROGRAMME APPROACH

28. Most United Nations system organizations participated in an informal inter-agency consultation on the programme approach at the end of April, as indicated in E/1994/64, section II.C.

29. UNDP developed and distributed its guiding principles for the programme approach in May 1993. To translate the principles into practice, UNDP further developed the "Guidelines for programme support documents (PSD)" which were distributed to the country offices in November 1993.

30. In a related development, UNDP's Central Evaluation Office produced two documents - "Guidelines for evaluation" (September 1993) and draft "Guidelines for developing a monitoring and evaluation system in the context of the programme approach" (November 1993) - for use by country offices in developing, implementing and monitoring UNDP-supported programmes. UNDP's contributions were reviewed at the level of CCPOQ, and the position arrived at is provided in section II.C of E/1994/64.

31. With its approximately 90 PRSD exercises since 1989, UNFPA is well poised to assist in the development of a common programme approach. It is actively participating in the JCGP efforts to review the issues and work together on a common interpretation of the programme approach. At the interorganizational level, UNFPA, through the CCPOQ Working Group, has assisted in developing a system-wide framework for a common interpretation of the programme approach. In 1993, in Egypt, UNDP, UNICEF and UNFPA signed an agreement for an integrated development package with the Governorate of Assiut. In Bangladesh, UNICEF and UNFPA are working on an integrated planning model which will include modules on literacy, nutritional status, health and women's status. Wherever feasible, UNICEF and UNFPA will participate in each other's major programming exercise - UNFPA's PRSD exercise and UNICEF's situation analysis.

32. As regards a common interpretation of the programme approach, IFAD has participated in the efforts undertaken within the framework of ACC. There is general agreement that national programmes should be the basis of the programme approach and that external donors should use their resources "in a form best suited to achieving programme goals" established by the recipient country. IFAD projects and technical assistance grants focus on the eradication of rural poverty and hunger, by improving the productivity of smallholder farmers, particularly women, and promoting off-farm income-generating activities. These aims are accorded high priority in the development strategies of all the Fund's borrowing countries.

33. In its participation in ACC committees, JCGP, through bilateral contacts at Headquarters and through its daily contacts with its partners at the country level, UNICEF is actively seeking to share its experience with the programme approach and support a transition by the rest of the United Nations system (the overwhelming majority of which still retains a project approach).

34. Within UNICEF the evolution of the programme approach proceeds at a rapid pace, driven by country-specific realities and global developments. The challenges of the 1990s place a double demand on any UNICEF programme-based management systems built to meet the requirements through and beyond the year 2000. In the context of human resources development, UNICEF has made considerable advances and has had all its personnel trained in the current methods and applications of the programme approach. The latest revision of the training manual on programme policies and procedures, released in January 1994, draws on post-1991 programme developments which are expected to improve

considerably the efficiency and efficacy of UNICEF programmes world wide. One very important development has been the need to monitor, country by country on a quarterly basis, the goals and strategies as established in 1991 by the World Summit for Children. Consequently, UNICEF has developed a new programme-based Programme Managers System that reflects a disciplined and accountable participation of users both at country and headquarters level.

35. FAO has pursued implementation of the programme approach for a number of years. It also fully supports the common United Nations system framework as endorsed by ACC and will continue to collaborate with other organizations in the further development and practical application of programme approaches at country and intercountry level. FAO is actively pursuing the application of the programme approach in different forms while at the same time ensuring that its assistance is closely linked to the national programming frameworks. FAO is taking steps to adopt a more integrated approach to development interventions and to sustainable development and rural development and, in particular, to a special programme on food production in support of food security in low-income food deficit countries (LIFDCs).

36. Concerning WFP, at its Global Meeting the Working Group focused on the applicability of a country programme approach and on the practical difficulties of implementing a country programme approach with food aid. Proposals on the implementation of a programme approach for WFP are set out in "Review of WFP overall policies, objectives and strategies" (CFA:37/P/7). Such a move has serious implications for WFP in the resource area since the programme approach would require longer-term and more general resource commitments than are currently made under the existing resource allocation system. Moving into a programme approach would also have implications for the methods of work of the CFA and SCP.

37. UNIDO has consistently promoted and applied the programme approach and cooperated with the United Nations, UNDP and others in developing a consensus on the programme approach and relevant policy guidelines and formats. Based on its experience (viz., the integrated leather programme that UNIDO developed for the African region) and within this framework, UNIDO is developing integrated programmes, combining technical cooperation with its regular-budget-funded services in areas such as information, policy advice, investment and technology transfer.

38. Many of the components that make up the programme approach are already being applied in the implementation of country programmes with WHO's cooperation. The fields in which the programme approach provides an added value in its application include environmental health, emergency relief operations and disaster preparedness, safe motherhood, health policy reforms in the least developed countries, and in preventing and controlling the health and socio-economic impact of the HIV/AIDS pandemic.

39. A proposal concerning the programme approach is currently under review by IAEA, which is considering introducing the concept of medium-term plans, to be carried out by governmental counterpart institutes in member States, on a voluntary basis. Some member States are afraid that this may impede flexibility

of programming, and the matter will be discussed at this year's General Conference.

40. Until now, UPU has supported the UNDP's approach to the programme approach. It was in this light that the UPU's multi-year integrated projects, which take account of the countries' programmes, were designed. As a common interpretation of the programme approach is implemented, UPU will take it into account.

41. ITU has, on a variety of occasions, expressed some reservations about the programme approach, principally regarding its lack of regional and global dimensions where the technical agencies have an important constituency in their mandates. It is further feared that the priority themes may exclude certain key sectors covered by these agencies, and this could create imbalance and bottlenecks in country programmes.

42. Habitat has shifted the focus of its technical cooperation activities from a project to a programme approach, wherever feasible, and is committed to providing support to human settlements analysis and technical cooperation in those fields identified through the preparation of the country strategy notes and respective country programmes. Bottlenecks, however, are experienced at the stage of programme identification and preparation, since Governments have easy access to technical contributions only from those agencies that have separate field representation. It is therefore felt that, for lack of access to technical inputs for sector analysis and needs assessment in the human settlements sector, in many cases Governments are unable to include this sector in their prioritization of the sectors requiring United Nations technical cooperation.

43. UNCTAD believes that clarification is still needed on this matter. Meanwhile, UNCTAD encourages the applicability of the programme approach to the extent that it offers the opportunity to marry policy issues with operational activities.

44. WMO has for its whole history worked with individual countries and groupings of countries to use a programme approach. WMO programmes such as World Weather Watch and World Climate Programme are approved by member countries in the World Meteorological Congress. There has been a push to ensure that the WMO programmes are a part of the individual country programmes. The lack of individual country representation is a problem for the CSN and programme approach for WMO.

45. In order to assist in the formulation of more comprehensive trade promotion and export development programmes, ITC is increasingly utilizing its trust fund resources for cooperation at the country level such as cost-sharing for UNDP-funded programmes and projects. The Centre is concerned, however, that the programme approach, when focusing on broad themes or upstream activities, may exclude consideration of trade promotion and export development support, which often have important contributions to make to employment creation, poverty alleviation, economic reform etc. Moreover, the absence of field presence is a major obstacle for the smaller agencies in programme identification and formulation at the country level.

IV. NATIONAL EXECUTION

46. CCPOQ agreement on a common interpretation of national execution among the JCGP funding agencies was reached in March 1993. Subsequently, UNDP commenced work on reviewing its present guidelines on national execution in light of the common interpretation. Informal, inter-agency consultations were held at the end of April with the participation of most United Nations organizations. The outcome of these consultations are part of section II.D of E/1994/64.

47. Following CCPOQ agreement on a common United Nations-development system interpretation of the term "national execution" in March 1993, UNDP commenced work on reviewing its present guidelines on this modality. In 1993, 40 per cent (or US $411 million) of UNDP programme expenditure was through national execution, up from 23 per cent (or $233 million) in 1992. UNDP continues to support the use of this modality through, inter alia, its TSS-2 provisions, which facilitate substantive accountability and technical backstopping by the specialized agencies during implementation.

48. UNFPA's report to the Governing Council, "Guidelines on national execution" (DP/1992/29), endorsed by the Council at its thirty-ninth session, reaffirmed its commitment to enhancing national execution by strengthening national capacity to manage population programmes. In 1992, Governments and national non-governmental organizations executed country-level activities totalling some $28.2 million in UNFPA regular resources. In percentage terms, this presents an increase in nationally executed activities, as part of regular resources, from 26.3 per cent to 27.4 per cent between 1991 and 1992. To strengthen national execution of UNFPA-funded activities, the Fund organized two regional workshops (in the Philippines and in Jamaica) to train national staff in UNFPA's finance and accounting policies and procedures. UNFPA also provided support to train staff at some national non-governmental organizations on the same themes. UNFPA assisted study missions on national execution to selected countries organized by the Department for Policy Coordination and Sustainable Development.

49. UNFPA's new successor support-cost arrangements are particularly supportive of national capacity-building and national execution of population policies and programmes in developing countries through technical services and advice to interested Governments on managing UNFPA-funded programmes and projects, while ensuring transparency and accountability. A key component of the Fund's efforts are the decentralized technical backstopping services provided by the Country Support Teams under the Technical Support Services (TSS). Consistent with General Assembly resolution 47/199 (para. 5), the TSS, which were approved by the Governing Council in decision 91/37, are designed to improve the Fund's effectiveness and efficiency in delivering timely, high-quality assistance and to strengthen increased priority to assisting recipient countries in building and/or enhancing the necessary capacity to undertake national execution.

50. FAO has noted the strong increase of nationally executed projects, particularly under UNDP-funded activities. FAO has continuously emphasized the strengthening of national capacities and has systematically involved nationals directly in its field programmes and projects. Significant efforts have been made through training activities to increase the capacity of nationals through specifically tailored training programmes for national directors and national

officers. FAO has been increasingly requested to provide services, as implementing agency, for components of projects signed to a national governmental authority for execution. In a number of instances FAO has also been requested to provide technical support services under the new UNDP TSS-2 arrangements. FAO considers it essential that decisions on project execution should be approached in a pragmatic manner, taking full account of the differences in national capacities to implement complex projects. FAO's experience and advice should remain accessible to national authorities throughout all stages of the programme and project cycles.

51. All WFP projects are nationally executed, and WFP remains committed to employing and strengthening governmental and non-governmental national execution capacity for the projects it funds.

52. IFAD-funded projects are wholly executed by the borrowing country through national institutional mechanisms incorporated in the project design. Thus national execution is already an integral part of IFAD'S approach.

53. The anticipated share of UNDCP-funded projects that will be implemented through national execution modalities amounts to 26.3 per cent for the 1994/1995 biennium.

54. ILO is actively taking steps to adapt its procedures and orient its technical services to providing technical support to national execution and national programmes, including the use of enhanced multidisciplinarity and interdisciplinarity, so as to be able to provide integrated responses to complex multisectoral programmes. The emphasis on upstream, strategic analysis and policy advice is welcomed, and a greater share of ILO regular budget resources is programmed for these types of services. Multidisciplinary advisory teams will have as their objective the provision of direct, rapid and flexible technical support to activities implemented by ILO's constituents.

55. Since the early 1980s, UNIDO has promoted national responsibility and management control of projects by national authorities, including projects executed by UNIDO, and will continue to do so, wherever possible. Furthermore, in its discussion with the United Nations system, UNIDO has clearly indicated that national execution is most successful and contributes best to national capacity-building in those instances where national authorities enjoy full access to the technical and other support activities of the specialized agencies.

56. IAEA assistance consists chiefly of highly specialized contributions to national activities, in the form of projects requested by the member States themselves. This fact is manifested in the absence of long- or medium-term resident experts. Instead, short-term ad hoc expert advice is provided to national counterparts who are, in essence, executing projects themselves.

57. Since 1991, UPU has taken a series of measures to increase the national capacity of the developing countries. Thus, the recipient countries of the UPU's multi-year integrated projects were encouraged to appoint national directors to ensure management of certain project elements.

58. ITU pursued national execution for over a decade. ITU believes that national execution should be allowed to develop naturally, as national capacity becomes available. The success of the Union's past human-resource development programmes is reflected in national capacity improvement and increasing use of national execution. ITU is dealing with complex technology which is changing at a rapid rate, and it is important to maintain a certain degree of presence alongside national execution.

59. In an increasing number of cases Habitat is supporting both the design and implementation of nationally executed projects. Also, in line with its full commitment to the fundamental objective of attaining self-reliance through the strengthening of national capacities, Habitat's participation as cooperating agency in projects that are executed nationally continued to increase over the past year. Whatever the modality of project execution selected by the Government, the overriding objective for all of Habitat's technical cooperation activities is to create a self-reliant human settlements management capacity at the country level. However, the experience with nationally executed human settlements projects with Habitat as cooperating agency (usually to provide short-term technical expertise) shows that many developing countries often cannot avail themselves of the type of continuous technical and management expertise which is needed to ensure efficient and effective national capacity-building for settlements management and programme implementation.

60. UNCTAD cooperates with several Governments as regards national execution and will continue to do so, to enable interested countries to gain access to the services available through UNCTAD. No specific action has been necessary in this regard.

61. National execution has been the underlying mode of implementation of projects within the overall programmes of WMO. It is always necessary to ensure the recipient countries have the capacity and capability to execute projects. They have been found to be candid in saying whether they are or not ready to execute projects. In any case, virtually all WMO projects are executed and implemented by nationals of the recipient countries.

62. WHO makes technical cooperation available to member States full partnership with the countries and supports already existing national programmes or activities. A major feature of this cooperation is transfer of knowledge and technology. Subscribing to national execution does not interfere with WHO's programmes of collaboration with a country, since it is not dependent, like some other specialized agencies, on UNDP funding. On the other hand, although WHO supports the Government in the execution of its programmes, it retains the responsibility of disbursements incurred for goods and services provided.

63. ITC cooperates with Governments in a number of nationally executed projects, and an increasing number of its programmes and projects at the country level have national coordinators who make a major contribution in both programme identification and in the planning and implementation of substantive inputs.

V. RESIDENT COORDINATOR SYSTEM

64. At present, at least 40 per cent of UNDP Resident Representatives/Resident Coordinators spent part of their careers serving in various organizations of the system other than UNDP. In keeping with the provision of General Assembly resolution 47/199, UNDP is exploring with its JCGP partners ways to widen the selection process for Resident Representatives/Resident Coordinators and make it more transparent. Through a UNDP-led inter-agency working group, initial proposals have been developed which cover the resource base, entry criteria, the role of JCGP executive heads and the Secretary-General, reciprocity in cross-agency appointments, and the possibility for common recruitment and management training for young professional entrants. The working group submitted its report to the first regular meeting of JCGP in 1994.

65. In resolution 47/199 the General Assembly also calls for a strengthening of the functioning of the Resident Coordinator system. One element of the strengthening is the broadening of the pool of those eligible to be Resident Representatives/Resident Coordinators. UNICEF has very much welcomed these developments, and the JCGP has now finalized the necessary measures. The exchange of UNICEF staff was undertaken even prior to the agreement. Another important element of the strengthening of the Resident Coordinator system is the establishment of field-level committees to provide guidance and advice on key inter-agency programme issues. UNICEF has long encouraged this approach, particularly along with the establishment of subcommittees focused on specific themes or priority issues (as called for in the ACC guidelines). The Executive Director has reiterated this support in his guidance to UNICEF field staff, and it is hoped that the reporting to the Economic and Social Council and ultimately to the General Assembly will reveal that Resident Coordinators have made progress in this area.

66. UNFPA is working closely with all concerned to explore additional ways to strengthen the Resident Coordinator system. The Fund supports the move to widen the pool of candidates to serve Resident Coordinators and to pay particular attention to the selection of Resident Coordinators who have relevant system-wide development experience along with managerial and team competency. The Fund also supports increased transparency in the selection and placement procedure and suggests that the procedure should be on a more equal basis among the JCGP partners.

67. Inter-agency consultations, with the active participation of WFP, are currently under way to complete revised terms of reference for Resident Coordinators in order to better reflect areas emphasized in General Assembly resolution 47/199. JCGP has jointly proposed a system for widening the pool from which Resident Coordinators/Resident Representatives would be selected. The proposal, which calls for JCGP members to submit candidates for Resident Coordinator vacancies and which institutes consultations among JCGP members on the eventual selection of Resident Coordinators, was formally agreed to at the JCGP high-level meeting in Dhaka. In the spirit of the proposal, the Administrator of UNDP had already sent to WFP a list of expected vacancies for 1994. One WFP staff member was chosen to fill a 1994 vacancy, bringing to three the number of WFP staff currently serving as Resident Representatives/Resident Coordinators. This number is expected to grow in the coming years.

68. WHO is involved and participates in the Resident Coordinator system and plays an important role in its capacity as the lead United Nations agency on health matters. The application of the new Joint and Co-sponsored Programme on HIV/AIDS has been conceived to fully articulate with the Resident Coordinator system.

69. FAO remains fully committed to close collaboration within the Resident Coordinator system and is assisting in identifying areas for further streamlining of coordinating mechanisms at the field level. Particular attention in this regard has been drawn to the problem of emergency situations, in which the roles of various United Nations officials at the country level require clearer definition, inter alia, to facilitate agencies' response within a properly coordinated framework.

70. IFAD missions in the field interact closely with the Resident Coordinator since the UNDP Resident Representative is the Fund's representative at the country level. To the extent practicable, IFAD Project Department Directors and project controllers participate in meetings of the "country teams" and JCGP, which are held at the country level. The Fund will try to do the same in the context of the new United Nations field-level committees, recommended in paragraph 40 of resolution 47/199. IFAD is also working with its JCGP partners to examine how it can work to give guidance and support to Resident Coordinators. Furthermore, while bearing in mind IFAD's limited staff, the Fund is prepared to consider making available some of its staff for appointment as UNDP Resident Representatives/Coordinators.

71. The new UNDCP/UNDP working arrangement contributes to the enhancement of the Resident Coordinator system since it recognizes the UNDP Resident Representative as the representative of UNDCP in the field.

72. UNIDO has supported the strengthening of the United Nations resident Coordinator system and is currently participating in a United Nations task force on the systems which will develop terms of reference and guidelines. That notwithstanding, UNIDO established a system for the coordination of its field representation with the UNDP Resident Representative through a Memorandum of Understanding, signed in April 1989. While effective coordination will continue between UNIDO Country Directors and the Resident Coordinators, the Memorandum of Understanding may need to be revised in order to give due consideration to the changing role of the UNIDO Country Director within the context of the Organization's new and reoriented field programmes.

73. The report on UNCTAD's technical cooperation, prepared by independent consultants, strongly recommends a much closer dialogue between Resident Coordinators and UNCTAD. Action to implement the recommendation will be initiated with UNDP headquarters during the course of the next few months.

74. As one of the more modest organizations of the United Nations system, UPU has everything to gain in having the role of the Resident Coordinator strengthened.

75. The strengthened function of the Resident Coordinator is very much welcomed by ITU, since it should ensure more cost-effective coordination of the diverse

sources of assistance to developing countries. Transparency in the selection process is supported, because it facilitates comments by organizations of the system on proposed candidatures. It is hoped that such comments will be presented and interpreted objectively, so that they do not amount to a veto on candidates.

76. The Resident Coordinators are most important to the smaller agencies such as WMO which do not have country representation. WMO tries to brief each available Resident Coordinator when he/she is in Geneva. When WMO staff officers are on mission, they are instructed to visit the Resident Coordinators in developing countries.

77. Field representation continues to be of concern to Habitat in quantitative and qualitative terms. In the wake of the efforts to decentralize the United Nations system by the increasing delegation of responsibility for substantive and programming issues to the field level, agencies without separate field representation are at a disadvantage compared with those availing of direct representation and find it difficult to deliver the development assistance expected of them. In the formulation of country strategy notes and country programmes, only those field teams comprised of agencies with separate representation are involved, which can lead to imbalanced and incomplete products. It is noted at the same time that, while Resident Representatives/ Resident Coordinators represent Habitat at the field level, there is no opportunity to brief most of them about Habitat's mandate and capacity to assist developing countries in the human settlements sector, since very few of them schedule agency briefings with the two United Nations agencies that have their headquarters in Nairobi (UNEP and Habitat). Hence, under the present system of field representation, there is clearly inadequate representation of Habitat in the field.

78. WIPO, being an agency without field representation and highly specialized in its activity, relies to a large extent on the cooperation of the Resident Representatives and Coordinators, especially in respect of its activities at the national and regional level, prepared with the programme approach. This applies to regional cooperation in the Asia and the Pacific region and cooperation at the country level with UNDP and other agencies.

VI. MONITORING, EVALUATION AND AUDIT

79. With a view to analysing the prospects for greater harmonization of aid accountability, the JCGP harmonization subgroup agreed in late 1993 to extend to WFP and IFAD the study, carried out earlier, of the accounting, financial reporting and auditing procedures required of recipient Governments by UNDP, UNICEF and UNFPA. With a financial contribution from WFP, the second phase of the study will be carried out in March 1994.

80. In response to Economic and Social Council resolution 1993/7, the Central Evaluation Office of UNDP has prepared a draft of the guidelines for monitoring and evaluation in the context of the programme approach. The guiding principles emphasize measurability of effectiveness and impact of the programme, and ultimate national responsibility for monitoring and evaluation and require that

monitoring and evaluation be a built-in component of the programme, and that monitoring and evaluation systems be responsive to the traditional requirement of decision-making. ITC also used UNDP's guidelines for the monitoring and evaluation of technical cooperation programmes and projects.

81. UNFPA participates in the Inter-Agency Working Group on Evaluation, which is currently reviewing elements for collaboration in the area of evaluation.

82. Through its participation in the JCGP Working Group on Management Audit Systems, WFP is working to ensure close harmonization in the audit area. In fact, the Working Group has concluded that significant harmonization in audit matters already exists within the internal audit services of JCGP and within other audit services of the United Nations organizations and multilateral financial institutions. WFP has, in conjunction with other JCGP members, adopted a common definition for management audit and has reaffirmed a set of standards for audit which had previously been adopted by the Internal Audit Services of the United Nations organizations.

83. In 1994, WFP has been working in the area of monitoring and evaluation through the JCGP subgroup. A joint report will be issued to JCGP in 1994. Past collaboration on monitoring and evaluation has focused on developing a common terminology. Future implications for WFP will arise in connection with eventual inter-agency efforts to make monitoring and evaluation more consistent within the programme approach.

84. IFAD is working with its partners in JCGP and other concerned United Nations agencies to develop a better methodology for performance-oriented evaluation to measure project impact on the rural poor who are the Fund's target group.

85. In 1993, UNDCP had further developed and modified its evaluation system so as to render it more structured and responsive to specific needs. The system is built around three major categories: thematic evaluations; project evaluations; and project monitoring. Methodological tools and guidelines are being established to facilitate the implementation of the new system. UNDCP intends to participate actively in system-wide activities to harmonize and simplify evaluation systems, especially through the Inter-Agency Working Group on Evaluation.

86. In the 1980s, UNIDO played a leading role in the harmonization of evaluation procedures and formats through the Inter-Agency Working Group on Evaluation. In 1985, UNDP effectively adopted for all its projects the Project Performance Evaluation Report (PPER), an internal evaluation system developed by UNIDO. It is currently examining the extent to which the methodologies and instruments it developed for project evaluation can be applied to programme evaluation. As regards auditing, UNIDO is actively cooperating with other United Nations organizations, funds and programmes on developing common approaches, such as a common audit manual, common standards for internal auditing systems and a common internal audit journal.

87. Since 1983, IAEA has used a separate section for evaluation of its technical cooperation activities.

88. Habitat's operations continue to be evaluated and audited regularly by both internal and external United Nations auditors and are being reviewed constantly as part of the ongoing review of administrative and operational procedures.

89. WMO strengthened its evaluation of projects and is receiving pertinent feedback on the effectiveness, strengths and weaknesses of projects. This is being applied to new project formulations.

90. Evaluation, monitoring and audit of WHO country programme activities is considered primarily the responsibility of the Governments. Joint activities involving other United Nations agencies are evaluated according to previously agreed procedures which also involve the Government. WHO, however, has its own internal mechanisms and procedures for evaluation, monitoring and audit which report to its governing bodies.

VII. HARMONIZATION OF POLICIES AND PROCEDURES

91. UNDP has been active in the working group of JCGP examining prospects for preparing a "common manual" for the United Nations development system. The working group has now determined that, due to the divergence of mandates, modus operandi and, therefore, procedures among the agencies, it will not be possible to develop a standardized common manual. This finding is reported to the Economic and Social Council in section IV.B of E/1994/64.

92. UNFPA is working closely with partner JCGP organizations in preparing a common manual on reviewing and harmonizing procedures in such areas of common interest as programme planning and approach through the country strategy note, national execution, and monitoring and evaluation. The Fund is also reviewing its own programming and project procedures in order to support further simplification and harmonization efforts.

93. WFP moved forward on issues related to the simplification and harmonization of procedures through its participation in the JCGP harmonization subgroup meetings held in 1993. WFP agrees with the conclusions of the group - that work towards a common United Nations system-wide manual could most positively be undertaken by building up, block by block, those areas where agreement has been reached.

94. Internally, UNICEF continues to simplify and, where appropriate, eliminate rules and procedures that do not advance the effectiveness of programming. Furthermore, within the context of JCGP, UNICEF has examined the prospects of preparing a system-wide manual, as proposed by the General Assembly in resolution 47/199. It has been collectively determined that for important reasons, including divergence of mandate, modus operandi etc., a comprehensive compendium of common rules and procedures within the United Nations system would not be cost-effective or productive at this stage. However, the JCGP organizations could work together to create the building blocks of a common document which would reduce the burden imposed on Governments and fulfil the purpose of a "common manual".

95. Harmonization of rules and procedures is seen by FAO as a continuing process involving consultations in the relevant inter-agency forums. FAO has taken significant steps in the area of harmonizing rules and procedures for project formulation, and it is expected that, following the attention given in the relevant inter-agency forums to issues such as evaluation, further progress in this regard can be reported in the future.

96. UNIDO believes that this item applies to procedures and documentation for project design and implementation and is thus of primary concern to the funding agencies of the United Nations system. UNIDO has long harmonized its project design methodology and procedures with those of UNDP, allowing for simplification, where required.

97. ITU and ITC used UNDP's Programme and Project Manual as its guidelines. UNCTAD also used UNDP procedures and/or relevant United Nations procedures, and it has no procedures of its own that need to be harmonized.

98. The preparation of Habitat's new Technical Cooperation Manual in 1993 enabled Habitat to identify areas where there is further need for simplification and harmonization of procedures, and work is ongoing in this regard, particularly with respect to differing UNDP and United Nations Secretariat procedures. An administrative review is also currently well under way to establish common administrative services for Habitat and UNEP.

99. Simplification and harmonization of procedures does not apply directly to WMO. Meanwhile, WMO is striving to simplify its procedures, wherever possible.

100. Though subject to its own policies and procedures approved by its governing bodies, WHO has, for facilitation of operational working relations, worked out agreements on joint policies with other organizations, such as UNFPA and UNICEF, so as to harmonize procedures that foster a better impact of joint activities. The flexibility of WHO's programme management does not impose any fixed programme cycle.

VIII. DECENTRALIZATION AND DELEGATION OF AUTHORITY

101. A number of organizations of the United Nations system have been carrying out the process of decentralization and delegation of authority in the specific context of their mandates, the nature of services they provide and the funds available for operational activities for development.

102. The financial level of approval delegated to UNDP Resident Representatives is $1 million. Between $1 million and $3 million, approval by Resident Representatives is at the discretion of the Regional Bureau Director. Resident Representatives may be delegated authority to approve individual components above $3 million in the context of programmes which have been cleared by the UNDP Programme Review Committee.

103. Further, in December 1993, UNDP adopted a 10-component decentralization package designed to balance increased operational authority with strengthened

reporting and accountability mechanisms. Pilots of the full package will take place in 15 programme countries across all regions in the course of 1994.

104. UNFPA has revised its guidelines considerably to achieve decentralization of programme development and approval. It has selected 12 countries or areas (Algeria, Bangladesh, Burkina Faso, Honduras, Ethiopia, Malawi, Philippines, Pakistan, Peru, Senegal, the South Pacific and Syrian Arab Republic) for total decentralization of programme approval, on a pilot basis. The process will be expanded upon review of experience. As part of this ongoing process, UNFPA has also recently decentralized travel arrangements to the field for UNFPA consultants originating from the field.

105. UNFPA has expanded programme approval authority at the field level from $500,000 to $750,000. In conjunction with this, the Fund proposes to use the services of UNDP's Roving Finance Officers and to join UNDP in its efforts to simplify work methods and improve financial monitoring and internal auditing of financial transactions at the field level through the regional service centres that UNDP is establishing.

106. UNICEF's record in decentralization and delegation of authority remains the strongest in the United Nations system. All country programmes are negotiated, researched and prepared at the country level with effective authority for the entire programming cycle firmly in the hands of the country office and the recipient Government. Once a country programme recommendation has been approved by the Executive Board, the effective, day-to-day implementation of the entire country programme, irrespective of the level of approved expenditure, reverts back entirely to the hands of the country office and its collaborating national counterparts for the agreed period of the country programme.

107. Country offices are accountable for meeting the goals and programme targets that they and the recipient Governments set themselves in the country programme and are equally responsible for the corresponding need to ensure that effective advocacy and mobilization is undertaken to guarantee not only popular participation in programmes and high-level government commitment but also a strong supportive role for the headquarters driven fund-raising process in their respective countries.

108. Habitat, for its part, has reviewed internal programme management and administrative procedures, resulting in the new Technical Cooperation Manual, which was completed in 1993. Further recommendations regarding decentralization and delegation of authority are currently under review.

109. FAO's governing bodies have consistently supported FAO's decentralization activities, particularly through strengthening of FAO country offices. Considerable emphasis has been given to increasing the substantive capacity of such offices through special training programmes on policy advisory work and related activities. Further decentralization of technical support capacities is currently under consideration.

110. WFP, after its Global Meeting in Harare in January 1994, made significant delegations of authority in the areas of programming, personnel, administration, purchasing and finance. Authority was delegated to Country Directors to

reformulate specific components of a project within the overall framework as approved by the CPA or the Executive Director. In addition, commitments were made to move on significant other delegation issues by the end of 1994.

111. By virtue of its six regional offices, WHO is among the few decentralized organizations of the United Nations system, at both the regional and country levels. The WHO country representative is directly accountable to the Director General and to the Regional Director in his/her respective region. Decisions as to the planning and implementation of WHO technical cooperation with the country are made jointly with the Government in a true spirit of partnership.

112. ILO is also making progress on this front. Directors of regional and area offices will have primary responsibility for the planning, programming and management of ILO activities at country (subregional, regional) levels, including approval authority for projects and programmes. A project for decentralization of financial and administrative authority to the field-office level is being implemented, including the necessary upgrading of administrative capacity and staff.

113. In the case of UNDCP, a new working arrangement with UNDP was signed on 21 October 1993 whereby the Resident Representative of UNDP is designated as the Resident Representative of UNDCP. This arrangement defines the respective roles and distribution of responsibilities of the UNDCP Representative and the UNDCP Country or Regional Director, wherever a Country or Regional Director post exists.

114. ITU has implemented its "regional presence" policy, creating 12 field offices (4 in Africa, 4 in the Americas, 3 in Asia and the Pacific, and 1 in the Arab region). While this decentralization represents a considerable cost for a small technical agency, it will be met as long as a regional presence remains viable and will be subject to periodic review.

115. In UPU, it has been proposed that the authority of the six UPU Regional Advisers be extended along the lines indicated in General Assembly resolution 47/199.

116. UNIDO, while recognizing the rationale for decentralization and actively supporting the transfer of certain functions from Headquarters to field offices, currently faces resource constraints that hamper efforts in this regard. It is now studying various aspects of the decentralization process and assessing the possibility of strengthening its field offices within the context of unified field representation for the United Nations system as a whole.

117. At UNESCO the strengthening of field offices is well under way through staff redeployment, enhanced field staff training and the increased delegation of project implementation functions. There are, however budgetary constraints upon the geographical range of country representation. Field offices will continue to be partially devoted to regular programme activities not directly related to operational activities. Its Executive Board has endorsed recommendations for an in-depth study on decentralization by its Special Committee, which calls for greater mobility of field staff through funding for travel costs, deploying headquarters staff on short-term assignments to field

offices, greater delegation of spending authority, improved computer linkages, recruitment of national professionals, and greater field staff involvement in project implementation.

118. WFP has increased approval authority of Country Directors from $50,000 to $100,000 for the purchase of food and non-food items under well-defined accountability provisions. It has also given Country Directors authority to process and make payments on travel-expense claims and authority to shift funds, excluding staff costs, between established budget lines.

119. The high percentage of developing countries as a source of procurement is due to a large extent to the delegation of authority to the field for direct field procurement. Thus, the number of national experts and consultants hired by Habitat in 1993 increased over prior years and also continued to increase as a percentage of all project personnel fielded by Habitat. During 1993 the 465 national experts and consultants hired by Habitat represented over 67 per cent of all experts and consultants employed through Habitat's technical cooperation activities. Likewise, over 68 per cent of total procurement of Habitat was from developing countries.

120. While WMO does not have individual country field offices, it is considering a proposal to set up from two to five subregional offices which would be responsible for 10 or more developing countries. If this proposal is approved, as much project management and contact as possible with the developing countries will be delegated to these offices.

121. UNEP is in the process of empowering its Regional Directors and hopes that this will contribute to the effectiveness of United Nations system-wide activities at the country level.

IX. TRAINING (NATIONAL AND INTERNATIONAL)

122. UNDP has contributed to the development of the curriculum for United Nations country teams and has participated in their training (i.e., agency representatives at the country level), through the ILO Turin Centre. So far over 35 United Nations country teams have been trained at the Centre. Other collaborative training programmes have covered such topics as disaster management, HIV/AIDS and successor arrangements for agency support costs. In addition, UNDP has broached, through the UNDP-led working group on the Resident Coordinator system, a proposal to open up its Management Training Programme to participation by recruits from JCGP partner organizations.

123. The Training and Staff Development Section, Division of Personnel, of UNICEF, is currently involved in a number of activities with other United Nations agencies and is an active member of the CCAQ Subcommittee on Training and the JCGP Subgroup on Personnel and Training.

124. Within the context of the JCGP Subgroup on Personnel and Training, two activities deserve mention: completion of a package on orientation to the United Nations for all new staff, and completion of an HIV/AIDS "Train the trainer" package for United Nations staff, also available in Spanish and French.

This was a UNICEF-led initiative and is a good example of inter-agency collaboration at the implementation level. The Subgroup has also been supportive of the Turin-based workshops on management of field coordination, with individual agencies providing substantive, technical and financial support to the programme.

125. The CCAQ Subcommittee on Training has had ongoing discussions on management development and management training. UNICEF is an active party to these discussions, which will result in more systematic sharing of the best management training practices of the various agencies. The Subcommittee has also undertaken a training module on sexual harassment for staff with the participation of JCGP members.

126. Internally, UNICEF has completed a module on cumulative stress management for staff which will be made available to all agencies. UNICEF and the United Nations are completing a joint module on critical incident stress management for use by staff in the system. UNICEF has taken the lead on this, building on the work done in eastern and southern Africa. The UNICEF Safe Motherhood Training package will be one of the main sources of materials for the work of the Steering Committee of the Joint Programme for Strengthening National Capacity to Reduce Maternal Deaths and Disabilities.

127. UNFPA supports and will continue to participate in relevant interorganizational training exercises at the country level and at the International Training Centre. The Fund contributes funding, training advice and expertise to the strengthening of the Centre's work on collaborative training for the United Nations system. In April 1994, UNFPA will participate in the forthcoming Workshop on the Programme Approach at the Centre. The Fund will act as lead agency in the twelfth Management Coordination Workshop, highlighting population issues. In Bangladesh, the JCGP partners have agreed to pursue an integrated approach to the training of United Nations staff.

128. Through the JCGP subgroup on personnel and training, WFP committed itself in 1993 to pursuing joint training in two substantive areas: the programme approach and preparation of the CSN, and common evaluation criteria for measuring the impact of United Nations-assisted development projects. Training activities on the CSN will support cooperation and coordination between national Governments and United Nations agencies and among the United Nations agencies. Inter-agency training is also envisioned in evaluation methods for measuring the results and impact of the programme approach, such as a training programme being developed with the help of WFP by the ILO Centre in Turin. Additionally, WFP is investing in inter-agency training by assisting in the development of and participating in the Senior Coordination Workshops at the ILO Centre.

129. FAO fully participates in the jointly organized field management training, within the financial resources available. Particular emphasis has been given to training of national personnel and staff of field representations.

130. IFAD has always given priority to appropriate training opportunities for its staff. With the encouragement of the Executive Board, the management of the Fund is strengthening these efforts. This is being done by providing opportunities to IFAD staff to take part in training courses at appropriate

institutions and by cooperating with other United Nations entities - for example, by IFAD staff participating in the courses of the ILO, and in training workshops, symposia and the like organized by other United Nations (and non-United Nations) bodies.

131. In resolution 47/199 the General Assembly also gives considerable emphasis to greater use of national expertise and indigenous technologies available in developing countries. IFAD has always given high priority in its projects to using and improving, where appropriate, indigenous crops such as cassava, sorghum and millet and utilizing indigenous/traditional technologies - for example, with respect to small-scale water control and water conservation methods. The Fund will continue these efforts. Furthermore, since IFAD projects are nationally executed, they are implemented by national staff and national institutions, including local non-governmental organizations, with only a small amount of external technical assistance, where necessary. Fund-financed projects also support the strengthening of institutional execution capacity and thus contribute to enhancing national capacity in this regard. IFAD management also intends, where possible, to increase the use of the project cycle - for instance, for identification and preparation.

132. UNDCP has been organizing training courses and seminars for its international staff, both at headquarters and in the field, on various aspects of programme and administrative matters. Concrete examples are: a seminar on the expanded role of country directors and directors of regional offices; participation in the Workshop on the Management of Field Coordination; workshops on project formulation.

133. ILO participates in and contributes actively to the system-wide new approaches and policy-orientations contained in resolution 47/199 at both the national and international levels. The ILO's International Training Centre plays a pivotal role in the development of training programmes and modules for United Nations system staff, along with national counterparts (workshops on the management of field coordination, management of technical cooperation, national execution, programme approach, CSN etc.).

134. Training programmes are being developed and delivered for ILO staff and ILO constituents in the Active Partnership Policy. They also incorporate the policy orientation of resolution 47/199.

135. UNIDO has co-sponsored the training activities on system-wide issues carried out during the past three years under CCPOQ. UNIDO Country Directors have participated in the training of country teams, whenever possible. UNIDO has also participated in a trainer capacity, in 5 of the 20 field workshops organized by UNDP on the successor arrangements for support costs.

136. WHO country representatives have participated in both national and international training activities organized within the framework of the operational activities of the United Nations. Difficulties were encountered in securing the funds and also in finding the necessary time. This has resulted in an irregular presence of WHO representatives on the country teams undergoing international training. The feedback on those who have participated is very positive.

137. IAEA, in addition to regular training courses (over 1,400 participants in 1993), organizes specific training courses to improve member States' capacity for planning an evaluation in the Agency's field of activity.

138. ITU supports the system-wide training for field and headquarters staff currently provided through the Turin workshops, and it has participated in four such workshops.

139. Habitat and UNEP, with support from the United Nations Secretariat, held their first ever joint senior management training seminar in 1993, and steps are well under way to holding a similar exercise for other levels of management in 1994. Moreover, Habitat staff participated in most of the workshops on the management of field coordination for senior United Nations system representatives, which were held at the ILO's Turin Centre under the auspices of CCPOQ.

140. UNCTAD will offer internal training courses to UNCTAD staff later this year. These courses will, inter alia, introduce participants to the provisions of resolution 47/199.

141. UNESCO supports joint action with respect to enhanced staff training and an inter-agency approach to that issue as it was entrusted to CCPOQ in light of its role in supervising current field staff training programmes at the United Nations/ILO Turin Training Centre.

142. WMO does not have international staff routinely assigned to developing countries; therefore the issue of training is not directly applicable. WMO established regional training centres (e.g., Nairobi) where nationals are trained in technical and scientific aspects of meteorology and hydrology. WMO plans to send staff officers to the Turin Centre for the training sessions conducted there.

X. COMMON PREMISES

143. Thirty UNICEF offices already share common premises with other United Nations organizations. To further accelerate this trend, UNICEF and UNDP, within the context of JCGP, have determined the financial and organizational implications of expanding the number of common premises. Some 45 country-based offices have been identified for possible moves into common premises over the next biennium, with others to follow as and when it becomes feasible on contractual, financial and organizational grounds. In addition, as mentioned in E/1994/64, the JCGP High-level Meeting in February 1994 approved the establishment of a small management unit located at UNDP which will implement, under the auspices of JCGP, the United Nations System Common Premises (UNSCP).

144. UNFPA will continue actively to participate in the ongoing study and discussions on common premises. The Fund, as a member of JCGP, has agreed, in principle, to the proposals on lease-to-purchase arrangements put forward in January 1994 by the JCGP Subgroup on Common Premises and will continue to support the Subgroup's efforts towards developing a cost-effective framework for the establishment of common premises at the country level.

145. WFP also participates in the JCGP Subgroup on Common Premises. At present, WFP has 93 country offices, of which 66 are sharing common premises (71 per cent) and 27, separate offices (29 per cent). WFP is committed to moving further towards common premises, according to the agreements reached at the JCGP High-level Meeting in February 1994. Any consideration by WFP to option for common premises would bear in mind its ever-changing field requirements - especially in relation to emergency programmes - and the difficulty the Programme would have in raising a capital budget for long-term investments.

146. FAO generally supports the principles of common premises as a means of facilitating coordination at the field-office level. It should at the same time be noted that in many instances offices are provided by Governments, and sufficient space is often not available in the United Nations/UNDP premises. Accommodation in newly established common premises should not result in additional costs for member countries or organizations.

147. Whenever feasible, UNDCP field offices are located in the same premises as UNDP. This is considered of particular practical importance since the UNDP Resident Representative is also the Representative of UNDCP.

148. UNIDO is actively sharing and consolidating the administrative infrastructure within the UNDP offices. In fact, after the transfer to UNIDO of the entire administration of UNIDO field offices in April 1989, UNIDO has assumed an increasingly large portion of the local support costs of those offices, which were previously borne by UNDP. At present, UNIDO field offices are fully integrated with the administrative and organizational structure of the UNDP field offices.

149. WHO supports the United Nations field offices and has confirmed interest in shared premises.

150. UPU is not concerned by these measures since the premises occupied by the six regional advisers are provided free of charge by their headquarters countries.

151. ITU generally supports the concept of common premises because of the inherent benefits from such a scheme. However, in countries where ITU has regional/subregional offices, the Union has negotiated and obtained free office accommodation and other facilities from the countries concerned, and it would be unlikely for it to give them up to share common premises at cost.

XI. PRINCIPAL ACTION TAKEN BY THE GOVERNING BODY

152. Consideration of the reports of UNDP, UNICEF and UNFPA on the implementation of Assembly resolution 47/199 was scheduled for May/June. Any decisions arising from the review of those reports will be brought to the attention of the Council at its substantive session of 1994.

153. The Executive Board of UNESCO examined resolution 47/199 at its one hundred forty-second session (Paris, 11 October to 15 November 1993) as part of its

annual overview of operational activities. A three-page summary of actions taken and planned by UNESCO with respect to the resolution was submitted to the Executive Board as a "progress report".

154. After having examined the report, the Executive Board expressed its views relative to the resolution in the first eight clauses of its two-page decision relative to operational activities.

155. At the same session of the Executive Board, the related issue of decentralization was also examined in a report on the status of implementation of the Board's 1990 recommendations (142 EX/6).

156. The International Labour Conference, the highest organ of ILO, held a detailed discussion in 1993 of the role of ILO in technical cooperation in the context of the evolving new challenges facing United Nations operational activities for development. The discussion included a review of the implications of resolution 47/199, which was reflected in the resolution adopted on the role of ILO in technical cooperation.

157. Implementation of the provisions of resolution 47/199 (and its predecessor, 44/211) in ILO has to a large extent been anticipated in a comprehensive set of reform measures concerning the Organization's operational activities which is being implemented under the title of Active Partnership Policy (APP). The objectives of the Policy are to bring ILO closer to its constituents; to plan, programme, implement and evaluate its activities with their full and active participation, based on clear objectives, and to improve the quality, relevance and effectiveness of its technical services. APP includes a complex of administrative reforms and redefined roles and responsibilities for the various components of the ILO structure at headquarters and in the field, including the establishment of 14 multidisciplinary technical advisory teams in strategic locations across the world. It also includes measures to integrate the various technical disciplines of ILO and to ensure closer links between its regular programme of work and extrabudgetary activities, especially technical cocperation.

158. A fuller report on resolution 47/199 was submitted to the annual (November) session of the Technical Cooperation Committee of ILO's governing body in November 1993 and was discussed in the context of the Committee's review of operational priorities and in the context of ILO's participation in United Nations system-wide development activities. The governing body took note of ILO's contribution to the implementation of 47/199 and asked to be kept informed in future reports.

159. The Industrial Development Board of UNIDO will be requested at its twelfth session (9-13 May 1994) to take note of and make appropriate recommendations on the above-mentioned action taken or envisaged by UNIDO with respect to the relevant paragraphs of General Assembly resolution 47/199.

160. The Board of Governors and the General Conference have been informed about General Assembly resolutions 44/211 and 47/199, and they have chosen not to make them a topic for further deliberations at this point.

161. The General Assembly resolutions for operational activities for development are regularly brought to the attention of FAO governing bodies, which are also informed about and provide guidance on progress in their implementation, on the basis of various reports such as the recent Programme Implementation Report for 1992-1993 and the document entitled "Recent developments in the United Nations system of interest to FAO".

162. At its twenty-seventh session (November 1993), the FAO Conference received a report on the implementation of the General Assembly resolutions on operational activities. The Conference held a full debate on the matter.

163. The 1993 UPU Executive Council took note of CE 1993/C9-Doc 2 and of the additional information given during consideration of the document.

164. At its fourteenth session (26 April-5 May 1993), in considering the report of the Executive Director of Habitat on the Comprehensive Triennial Policy Review of the Operational Activities of the United Nations Development System (HS/C14/Add.2), the Commission on Human Settlements adopted decision 14/24.

165. UNCTAD's next biennial report on technical cooperation, which will be submitted to the September 1994 session of the Working Party on the Medium-term Plan and Programme Budget, will contain information on action by UNCTAD to contribute to the implementation of resolution 47/199.

166. WFP brought to the attention of the Committee on Food Aid Policies and Programmes (CFA) a report entitled "WFP's overall policies, objectives and strategies" (CFA:37/P/7) in which issues and options were explored that relate directly to WFP's implementation of resolution 47/199. The ongoing policy in the WFP review should itself be noted as a contribution to the implementation of the resolution.

167. After its thirty-fifth session, CFA established an informal working group with the Secretariat to consider how best to proceed with the implementation of resolution 47/199. At its first meeting (7 October 1993) at WFP headquarters, the group agreed on a number of procedural matters. Another meeting is scheduled for April 1994 to discuss the resource implications and the effects on the Subcommittee on Programme (SCP) and on CFA of adopting a programme approach. The results of the meeting will be reported orally to CFA at its thirty-seventh session, and relevant documentation made available to members.

168. The Secretary-General of UNCTAD invited independent consultants to report to the Trade and Development Board for a policy review of UNCTAD's technical cooperation. Their report (TD/B/40(2)/14) contains, inter alia, views on the application by UNCTAD of the provisions of resolution 47/199.

169. General Assembly resolution 47/199 will be submitted to the Administrative Council, ITU's governing body, in May 1994. It had already been submitted to the Council in 1993, along with other United Nations resolutions, and was then duly noted.

170. All the resolutions of the Executive Board of WHO and of the World Health Assembly which cover the areas necessitating inter-agency/intersectoral

collaboration call for mobilization and promotion of such joint action, the implementation of which is greatly enhanced by the application of the provisions of the resolutions covering the operational activities of the United Nations. WHO therefore is past the stage of declaring its acceptance of General Assembly resolution 47/199 and its components. Coordinated United Nations system-wide action lends itself to better satisfying the complex and interdependent nature of development linkages of health work, and the implications for health of non-health problems draws on operational resolutions to broaden the base for health work in a coordinated coherent manner. The challenge is to identify the best modality for interaction with the various components of the resolution in order to improve the coherence and the impact of the Organization's cooperation with member countries.

171. The World Health Assembly has adopted resolutions that cover the mobilization and coordination of inter-agency and international contributions in support of health concerns under the leadership of WHO.

172. The following resolutions, adopted at the Economic and Social Council substantive session of 1993, cover coordination of United Nations activities in programmes where WHO is the authority on health issues:

(a) 1993/51. Coordination of United Nations activities related to the human immunodeficiency virus/acquired immunodeficiency syndrome (HIV/AIDS).

(b) 1993/79. Multisectoral collaboration on tobacco or health.